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ABSTRACT

This report presents a framework of action necessary for effective statewide leadership related to equity in the schools. It also details progress made by the Colorado State Board of Education and the Colorado Department of Education regarding actions related to educational equity, and makes recommendations about where the State of Colorado may focus its efforts to make an impact on the challenges that continue to exist. The following are five specific actions recommended to the State Board of Education by the State Accountability Committee: (1) articulate a strong policy regarding equity issues and support it through training of school boards across the state; (2) expand statewide monitoring of graduation rates, grade retentions, disciplinary actions, and participation in special programs to determine disproportional representation based on race/ethnicity and gender; (3) continue to pursue alternative forms of assessment and to monitor their impact on minority group members; (4) provide continued support for efforts to reform teacher and administrator preparation programs so that these educators become aware of the needs of all groups of children; and (5) for school districts, develop and implement systematic equity programs that include data disaggregation and utilization, staff development, and monitoring of progress. Two figures and two tables support the recommendations. Appendix A contains a discussion of the historical context of equity issues for states edited by Dan Jesse. (SLD)

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Equity Issues in Schools

Report to the Colorado State Board of Education

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Colorado State Accountability Advisory Committee
Student Performance Equity Subcommittee

June 2, 1992

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Equity Issues in Schools

EXECUTIVE SUMMARY

This report presents a framework of action necessary for effective statewide leadership related to equity. It also details progress made by the State Board and the Colorado Department of Education regarding these actions related to educational equity, and makes recommendations about where the State of Colorado may focus its efforts to impact the challenges that continue to exist. Following are five specific actions recommended to the State Board of Education by the State Accountability Committee.

- Articulate a strong policy regarding equity issues. This policy should be supported by the development of training for school boards across the state.

- Expand statewide monitoring of graduation rates, grade retentions, disciplinary actions, and participation in special programs to determine disproportional representation based on race/ethnicity and gender.

- Continue to pursue alternative forms of assessment and monitor the impact of those alternative forms of assessment on members of minority groups.

- Provide continued support for efforts to reform teacher and administrator preparation programs so that these educators become aware of the needs of all groups of children.

- Develop and implement systematic equity programs for districts that include data disaggregation and utilization, staff development, and monitoring of progress.

An historical context of equity issues for states is appended.

Equity Issues in Schools

Background

During the summer of 1990, the Colorado State Accountability Advisory Committee undertook the task of impacting equity by developing awareness, facilitating action planning and supporting implementation of policy related to equity issues. The group identified the following **actions believed to impact educational equity:**

- Teacher expectations (interpersonal skills, equity awareness);
- Removal of institutional barriers (disaggregation of data, compliance with the law);
- Community involvement in education and promoting equity;
- Changing the delivery of instruction (student learning styles);
- Teacher certification, recertification, training and ongoing staff development (examine and recommend changes, especially related to the human relations area); and
- Evaluation of school systems based on equity concerns (equity audit process)

This report presents a framework of action necessary for effective statewide leadership related to equity. It details progress made by the State Board and the Colorado Department of Education in regard to these actions related to educational equity and makes recommendations about where the State of Colorado may focus its efforts to impact the challenges that continue to exist. An historical context of equity issues for states is appended.

Student Performance
Equity Subcommittee

Dan Jesse
Jean Kenny
Susan Pearce

Context of Equity Issues

Our society has changed dramatically in the last 100 years, as we have moved from an industrial to an information society. As we change, the educational needs of the population change. We can no longer, as a society, afford to have large proportions of the work force untrained or poorly trained in terms of information processing skills. Unfortunately, those trained in these skills are not representative of the ethnic diversity that characterizes the work force of today. If Colorado is to remain competitive in the national and world markets, its entire work force must be academically prepared. Since the majority of new entrants to the work force are women and minorities, it is imperative that these groups have the skills that will be needed by the Colorado of tomorrow.

The challenge facing Colorado's education system is ensuring that all members of the work force, regardless of race/ethnicity, national origin, gender or disability, have the skills to be competitive in a world economy. Schools are key players in achieving equity as we restructure schools and society.

A key equity issue facing Colorado is the distinction between equal opportunities and equal outcomes. We know now that providing equal opportunities for all students does not achieve **equity**, which is defined here as **comparable outcomes for all groups of children**. These outcomes need to be achieved without lowering standards, leading to the importance of **excellence**, which is **comparably *high* outcomes for all groups of children.**

Another key equity issue facing Colorado is that of problems facing Limited English Proficient (LEP) students. Recent guidelines issued by the Office of Civil Rights regarding LEP children require districts to demonstrate that the programs that they are using for LEP children get the desired results.

Finally, another major issue facing Colorado schools is the impact of the Americans with Disabilities Act (ADA). New requirements related to this act require that all universities, all businesses and all schools submit transition plans by July, 1992 and submit self evaluations which are due in January, 1993.

As can be seen, there are a number of legal implications related to equity. It is important to make some distinctions with regard to the use of certain terms. The following list of terms and definitions is provided here to make those distinctions.

Discrimination — a violation of federal state or local discrimination laws. If someone is to discriminate, they must, in fact, violate a provision of the law.

Bias or Stereotyping — behavior which reflects racist or sexist assumptions but is not against the law.

Race Fair or Sex Fair — behavior which treats students the same way regardless of their needs.

Race Affirmative or Sex Affirmative — behavior which recognizes different needs or the effects of past discrimination and moves ahead to overcome these factors.

Equality of Opportunity or Equal Access — giving all students the same opportunities in the hope that this will result in similar outcomes for all groups of students.

Equity — when all groups of students will achieve at comparable levels.

Excellence — when all students are provided the highest level of education that is currently being reserved for only a few in this country. This means the inclusion of thinking skills, the inclusion of information processing skills and preparing students for the work force with work place competencies.

All of these issues and legal implications face Colorado schools as we move into the 21st Century. They are not new to the Colorado State Board of Education.

Progress in Attaining Educational Equity in Colorado

The State Board of Education and the Colorado Department of Education have made progress in a number of areas that directly impact equity issues. The nature of this progress will now be discussed in terms of **nine areas of action** identified by the Student Performance Equity Subcommittee.

I. Establishing Goals for Achieving Equity

II. Providing Awareness Sessions and Information

III. Providing Training

IV. Development of Cadres of Trainers

V. School and District Visitations

VI. Equity Requirements and Standards in Teacher Certification and School Accreditation

VII. Policies for Supporting Equity

VIII. Incentive Funding for Schools which Supports Equity

IX. Training, Recruitment, and Hiring of Minorities and Females

I. Establishing Goals for Achieving Equity

Discrepancies in performance among groups of students are key indicators of problems related to educational equity. The State of Colorado has taken steps to identify and address performance discrepancies by identifying the following **priority objectives** within the State Board Goals for Colorado Education adopted in 1988:

- *Those racial/ethnic and gender groups with currently low graduation rates will demonstrate proportionately greater increase in graduation rates each year until equity is achieved.*

- *Between 1989 and 1995, all Colorado high schools will continually increase the percentage of students completing advanced classes from racial/ethnic and gender groups not traditionally represented.*

- *Any performance discrepancy in statewide assessment among racial/ethnic and gender and other minority groups will be reduced with each successive assessment until equity is achieved.*

Performance discrepancy has been defined as the difference in performance among racial/ethnic and gender groups. The context of these priorities has also been described, as follows:

> *The number of minority students in Colorado schools is increasing. Approximately 24 percent of the school population is composed of minority students. Unfortunately, there is evidence that minority groups also comprise a high percentage of those students who are not performing adequately.*
>
> *Believing in the premise that all students can learn and succeed, districts and schools across the state are increasingly focusing on the achievement discrepancies between student populations. An important step has been the State Board of Education's requirement that student achievement data be disaggregated by race/ethnicity and gender with the data used for school improvement planning.*

These goals will be expanded for 1996. In 1991, progress made toward district goals included the fact that 85 school districts across the state reported progress identifying and addressing performance discrepancies. These reports addressed racial/ethnic discrepancies more consistently than they did gender discrepancies. Twenty-seven districts did <u>not</u> report sufficient information to evaluate whether they were making progress toward identifying and addressing performance discrepancies among racial/ethnic and gender groups. Fifty-seven districts reported no identified discrepancies among racial/ethnic and gender groups.

While progress has been made across the state, challenges remain. The State Board should articulate a mission that incorporates a definition of educational equity which will guide activities of the state in the 21st Century. Such a definition is not incompatible with a number of activities already under way in the state.

II. Providing Awareness Sessions and Information

A key activity of the State Accountability Advisory Committee is to conduct its annual conference. Two years ago, the conference hosted a total of eight sessions that addressed equity issues. The 1991 conference held ten sessions that addressed educational equity. Specific topics included the need for minority parent involvement, special issues facing African American males, multiculturalism, bilingual education programming, minorities in engineering and science, cultural awareness, and model programs for linguistically and culturally diverse students. The banquet keynote speaker also addressed equity issues.

The student accountability conference has also featured small group sessions and keynote speakers who addressed equity issues. An effort has been made to include an ethnically diverse membership on the State Accountability Advisory Committee.

There is a need to increase awareness of equity issues across the state. Such awareness-building activities could focus on services already being offered by the Colorado Department of Education as well as assisting districts across the state in clearly defining equity issues.

III. Providing Training

The Colorado Department of Education's Educational Equity Programs Unit makes available to local school districts and other educational entities in the state a number of awareness sessions and training sessions that deal with equity. These sessions address issues such as closing the achievement gap between girls and boys, valuing pluralism, reducing bias in the schools and closing the gap between minority and majority achievement. Other workshops available to educators include intervention strategies for teachers to reduce sexual harassment in school among teenagers, the impact of advertising on self-esteem of girls and boys, and Gender/Ethnic Expectations and Student Achievement (GESA) training.

The Unit also makes available workshops for parents that address why schools need minority parent involvement, intervention strategies for parents for reducing the sexual harassment in school among teenagers, and careers and equity in the year 2000. Other services of the Educational Equity Unit include teacher recertification workshops, resource development, model development, conferences, skill-building training for parents, conflict resolution of equity issues, provision of supplemental materials, and film loan.

The CDE National Origin Project hosts a number of workshops and conferences to meet the needs of language minority students across the state. Topics addressed at such events include multicultural curriculum reform, linguistically and culturally diverse classrooms, cross-cultural counseling, creating ethnicity-based comfort zones and school/campus atmospheres for diverse student populations, anti-prejudice training and understanding changing ethnic markets. The National Origin project has promoted the enhancement of language development for limited English proficient (LEP) students through workshops for districts. Staff have made presentations about what's new in bilingual/cross cultural special education. Equitable educational programs for LEP students continue to be a vision of the project.

The Colorado Department of Education should increase marketing of the staff development opportunities related to equity available through its leadership.

IV. Development of Cadres of Trainers

There currently is little structure in place to develop cadres of trainers in Colorado for educational equity. However, there is a training network of civil rights professionals available for training purposes. Some of these individuals are volunteers and some work under honoraria.

Efforts in this area need to be expanded. Specifically, a training of trainers model could be implemented to increase the numbers of qualified personnel in the field capable of handling equity issues. Much of this work could be incorporated into existing accountability and student conference efforts.

V. School and District Visitations

The Colorado Department of Education is very active in visiting schools and districts. Each year, a third of the districts across the state are visited as a part of the School Partnership Assistance Review (PAR) process. The purpose is to identify problems and to monitor progress. The process systematically examines exemplary programs and practices; the integrity of the accountability process (including the racial/ethnic balance of school accountability committees); school improvement plans; student performance equity; the number and/or percentage of students enrolled in advanced classes; skills development for achieving building goals; long range plans for assessing student performance; and assistance needed to meet national, state and local goals.

While the PAR process covers several areas, it does examine issues related to educational equity. The intent of the student performance equity inquiry is to set up a process to get committees and communities to look at performance discrepancy data and to develop strategies to deal with those discrepancies.

Information about the peer review audit process and the varieties of ways schools and districts can assess equity in educational opportunities and outcomes should be disseminated statewide.

VI. Equity Requirements and Standards in Teacher Certification and School Accreditation

School accreditation is based in part on the PAR process described earlier, and therefore incorporates equity requirements. The Department reviews progress reports that each district submits annually and assesses where progress has been made in terms of specified criteria. One of these criteria is whether districts have made progress in identifying and addressing performance discrepancies among student populations (racial/ethnic and gender groups). Districts are evaluated in terms of whether there are performance discrepancies among groups, where those discrepancies exist (e.g., test results, completion of upper level courses, number/percent completing college), and the degree of progress made in addressing identified performance discrepancies. After the plan is evaluated, districts may be required to send in additional information as needed.

With regard to certification of teachers, training in equity issues is strongly encouraged in preservice training, even though such requirements are not in existing standards. Specific language has been included in the 1994 licensure act which will require teacher certification candidates to have knowledge of and awareness of the needs of students from culturally diverse backgrounds. The Colorado Department of Education will define what this means and extend it to broader equity issues.

These efforts could be strengthened by educator preservice programs on knowledge and awareness of needs of students from diverse backgrounds.

VII. Policies for Supporting Equity

Policies for supporting equity at a state level include disaggregation of data by race and sex concurrently and institutionalization of grievance procedure requirements. Many of these are already in place in Colorado. Currently, data on student achievement are compiled by race, and then separately by sex. Annual reports to the public now include data reported by building level and district level, disaggregated by race and then by sex. Additionally, at the secondary level, new rules provide for reporting of the number and percentages of students completing "advanced" courses, graduation rates, dropout rates, and percentage of graduates entering college, all separated by race/ethnicity and sex.

The new accreditation rules have a number of provisions for dealing with discrepancies in student performance based on race/ethnicity and sex. One category of accreditation, Enterprise Contract Accreditation, is for districts wishing to take responsibility for meeting state goals, including the reduction of discrepancies in student performance based on race/ethnicity and sex. Such accreditation can be negotiated on a six year cycle. Reduction of discrepancies in student performance based on race/ethnicity and sex is also a part of Basic Accreditation, which places a district on a three year review cycle.

The new accreditation rules require schools to address educational equity by examining data as a part of the school improvement planning process. Adopted goals and objectives must seek to reduce consistent patterns of discrepancies in

student performance among various student groups. Written profiles of schools must include the number and percentage of students attaining and exceeding the district student performance standards at designated levels, separated by race/ethnicity and sex. Measurement of school satisfaction, resulting from community surveys or meetings, must be representative of the different racial/ethnic populations within the school attendance area.

The district advisory accountability committee's review of the school improvement plans must include progress toward goals including removal of consistent patterns of performance discrepancy among different student groups.

Disaggregation of data by race/ethnicity and sex concurrently would provide detailed information about subpopulations that are not examined under the current system.

VIII. Incentive Funding for Schools which Supports Equity

Currently, the Challenger Schools program encourages schools to demonstrate exceptional performance. The program has a number of equity-related criteria which address graduation rates, attendance rates, and student achievement rates. Currently, schools get awards and recognition for successful participation in the program, but legislation will be proposed to provide financial incentives for these schools.

Efforts to fund financial incentives for such awards are to be commended. While it is not possible to receive such awards without dealing with race/ethnicity equity issues where they exist, it is suggested that equity-related criteria for each component of the program receive particular emphasis (both in terms of educational opportunity and comparable outcomes) when schools' two-year records of achievement are reviewed.

IX. Training, Recruitment and Hiring of Minorities and Females

It is the policy of the State Board of Education and its administration to acknowledge the importance of affirmative action principles and specify that appropriate efforts will be made to recruit, employ, and promote in such a way that qualified members of protected classes will be provided equal employment opportunities. The Board further specifies that appropriate effort will be made to provide qualified individuals from protected classes the opportunity for representation in accordance with their representation in the relevant labor force at all levels of employment within the Department of Education.

When recruting for vacancies within the Department, special efforts are taken to make sure that under-represented groups are aware of the employment opportunities.

The Department of Education should continue to re-examine its workforce utilization data and intensify or modify recruitment efforts as appropriate.

Other Challenges Facing Colorado

While progress has been made on a number of fronts in Colorado, more needs to be done. Minorities continue to achieve at lower levels than do majority students, and boys continue to outperform girls in a number of critical areas. The following table illustrates graduation rates for students in Colorado for 1991.

Adjusted Graduation Rates
State of Colorado — 1991

Group	Rate
Asian/Pacific Islander	84.2%
White	82.4%
African American	69.7%
Hispanic	65.7%
American Indian/Alaskan Native	53.6%

SOURCE: CDE, 1992. Includes Alternative School Graduates

Examination of the data reveals a large discrepancy between White students and African American, Hispanic and American Indian students. While there have been some slight improvements in overall rates over a two year period, the discrepancy among groups based on race/ethnicity is still large. Achievement of Colorado students is also an important issue when race/ethnicity is examined, as the following table shows.

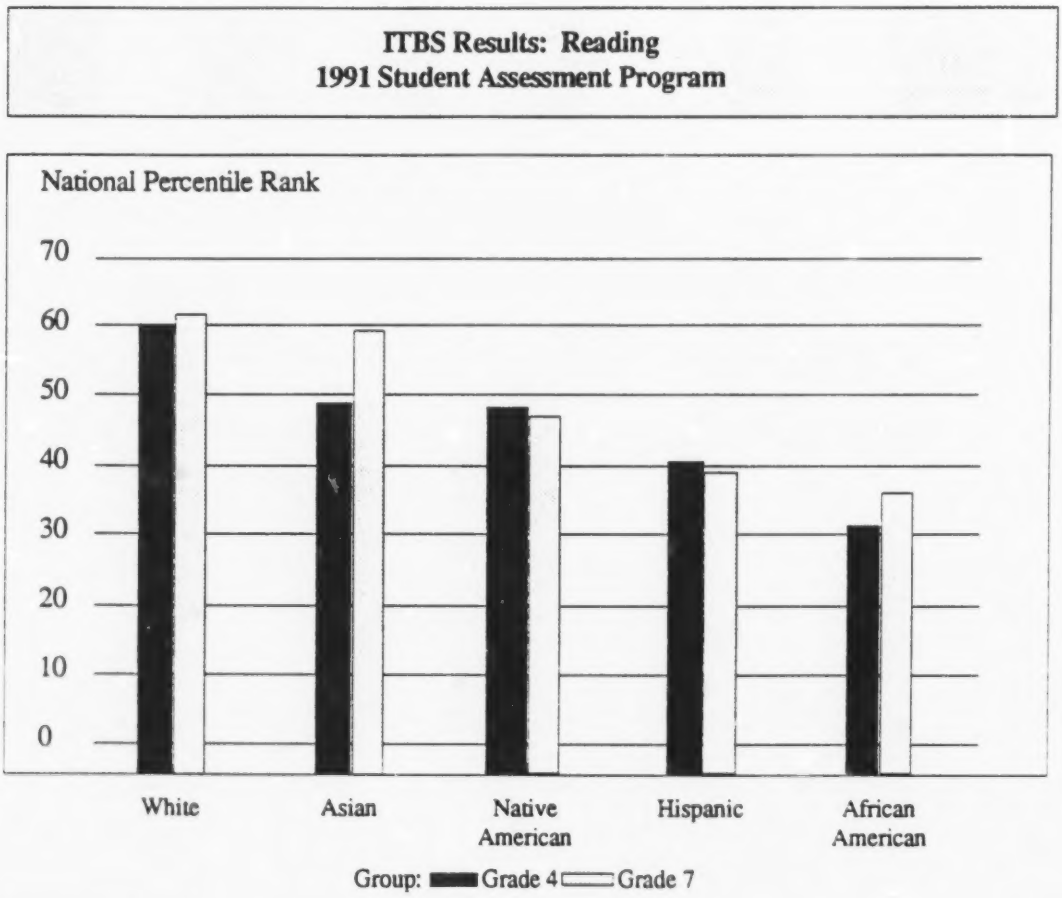
ACT Results by Race/Ethnicity
State of Colorado

Group	Score
White	21.8
Asian/Pacific Islander	20.8
American Indian/Alaskan Native	19.1
Hispanic	19.0
African American	18.2

SOURCE: CDE, 1992.

Once again, there is a large discrepancy among student groups based on race/ethnicity. Such discrepancies also show up in other testing results.

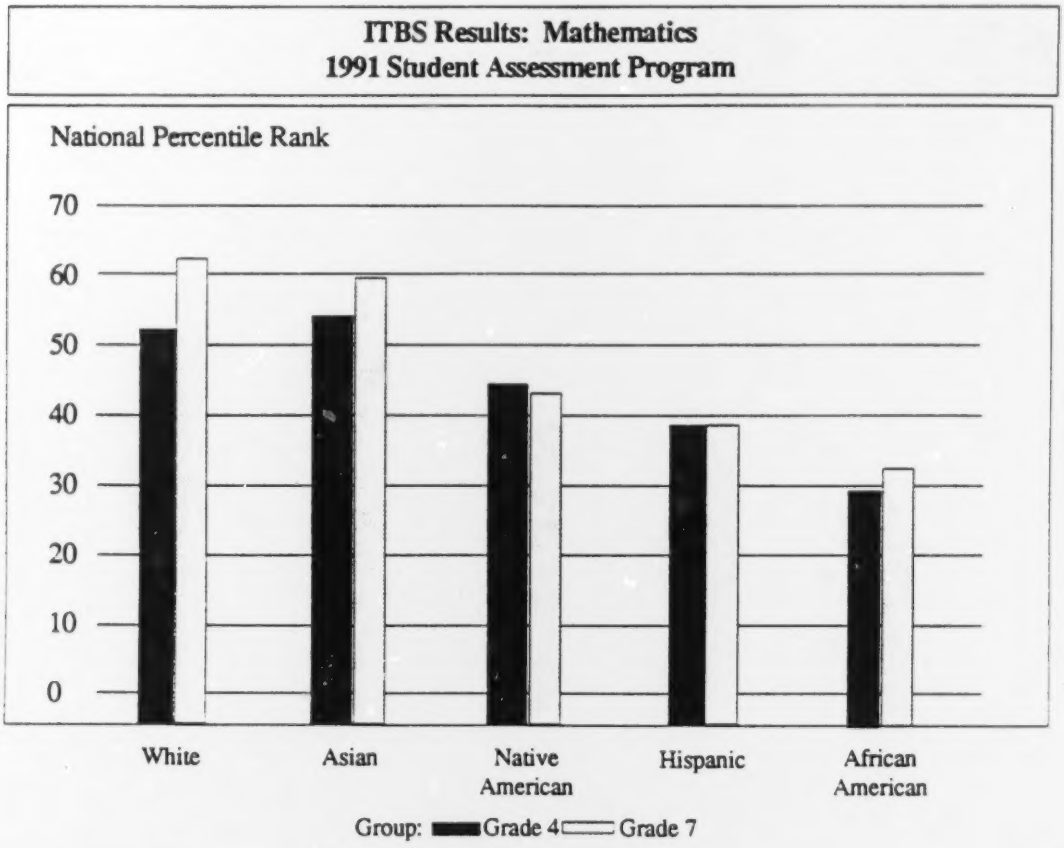
The Colorado Department of Education Assessment Unit recently published results from a sample of Colorado 4th and 7th graders who took the Iowa Test of Basic Skills (ITBS). The following graph displays Reading scores for these students.



Source: CDE, 1992

Inequity is evident in terms of achievement of minority group members and their performance on the Reading subscale. Also, the performance of Native American and Hispanic students appears to drop across time. If outcomes were truly comparable, all groups of students would be performing roughly at the same level, or about the 60th percentile. If outcomes were also excellent, all groups of students would be performing at equally high levels.

Similar achievement data were collected for Mathematics. The following graph displays the performance of the sample.



Source: CDE, 1992

Once again, inequity is present in terms of student performance on the Mathematics subscale. While Asian, White, and African American students appear to improve from Grade 4 to Grade 7, Native American and Hispanic students seem to perform at lower levels in the 7th grade than they do in the 4th grade.

Colorado females achieve at lower levels than do males in a number of critical areas, as mentioned before, even though the results of the 1991 ITBS assessment indicate that males and females both performed at the 54th percentile on the Mathematics subscale, which is an improvement for both groups since 1988. According to the results of the 1990 NAEP Trial State Mathematics assessment, males outperformed females in total mathematics, numbers and operations. measurement, geometry and data analysis, statistics and probability.

Examination of Office of Civil Rights (OCR) data from selected Colorado districts indicates that there are consistent patterns of disproportionality in terms of labeling minority group students as mentally retarded while White children with similar problems are labeled as emotionally disturbed. Minorities were also labeled as impaired in greater proportions than were Whites. It is a common practice across the nation to place Hispanics in speech impaired categories when the real issue is limited English proficiency. Minorities are underrepresented

in gifted and talented programs in selected Colorado districts, and minorities are more likely to be suspended than are their White counterparts in these selected districts. Additionally, gender segregation was evident in home economics, industrial arts and physical education in some Colorado districts.

A survey of superintendents in Colorado conducted in 1989 revealed a number of equity concerns. Only 27 percent of those responding to the survey identified their districts as being culturally homogeneous. Lower academic achievement of minority students was identified most often as a problem and the lack of female enrollment in advanced math and science classes was a primary issue associated with gender. Fifty percent of the districts responding to the survey identified the need for general staff development as an equity training need and 35 percent wanted training in classroom techniques to increase minority group achievement.

Under the state-mandated English Language Proficiency Act (ELPA), school districts are required to identify, assess, and provide programs for students whose dominant language is not English. There are approximately 15,000 LEP students in Colorado schools, representing 90 language groups. Special assistance for LEP students is critical at higher grade levels since these students tend to have more difficulties in academic areas.

Recommendations

Following are five specific actions recommended to the State Board of Education by the State Accountability Committee:

- Articulate a strong policy regarding equity issues. This policy should be supported by the development of training for school boards across the state.

- Expand statewide monitoring of graduation rates, grade retentions, disciplinary actions and participation in special programs for those who have faced disproportional representation based on race/ethnicity and gender.

- Continue to pursue alternative forms of assessment and monitor the impact of those alternative forms of assessment on members of minority groups.

- Provide continued support for efforts to reform teacher and administrator preparation programs so that these educators become aware of the needs of all groups of children.

- Develop and implement systematic equity programs for districts that include data disaggregation and utilization, staff development, and monitoring progress.

Appendix A

Historical Context of Equity Issues for States

Edited by Dan Jesse, McREL

One of the most overlooked issues facing schools and the larger society is the movement of our society from a large numerical majority of Anglo groups to an increasingly diverse pluralistic culture. The 1990 Census reports that 29 percent of the general population consists of racial and ethnic minority groups. The National Center for Education Statistics (1989) documents that 30 percent of our public school students are from racial and ethnic minority groups. The proportions of minority groups and minority group students will increase in the future. Moreover, 80 percent of new entrants into the work force will be largely women, minorities and immigrants — the groups that schools serve least well.

Schools need to restructure to handle this diversity and the changing nature of the world. The context of equity issues, therefore, lies in an understanding of the issues of restructuring. Restructuring of schools can be reduced to two primary goals.

The first goal is excellence, which means that all students must be provided the highest level of education that is currently being reserved for only a few in the country. This means the inclusion of thinking skills, the inclusion of information processing skills and preparing kids for the work force with work place competencies.

The second goal of restructuring is equity. Equity means that all groups of students will achieve at comparable levels. Both of these goals, excellence and equity, are essential for any consideration of how a school should operate or how a state should work with schools. These two goals lead to excellence for all.

Educational excellence is not a reality for the majority of students in America. In the past, it was possible to train a smaller number of our youth with the skills needed to function at high levels in society. This is no longer the case. We must now train the majority of our children with higher levels of skills.

The critical issue in terms of equity is that we have a greater and greater proportion of our students who are achieving at levels far too low to prepare them for full participation in the work force, in leadership positions and in the world in general. We are developing an underclass of minorities in school that will not be able to participate in the work world. It must be pointed out, however, that minorities are not the only students who suffer from inadequate preparation. Numerically we have many low income and poor white students who exhibit the same patterns of low achievement and motivation, and lack of access to full educational opportunity that we find among some minority students. In some ways perhaps it is better to talk about children at risk or disadvantaged children. Many of the issues are exactly the same.

If we begin to take a look at equity issues, there are several basic issues that we need to understand. Equity is a legal issue in the sense that the civil rights of minority children are protected. It is an achievement issue as suggested earlier. It is a professional issue in that teachers must be able to deal with very different students representing different cultural values and belief systems. If America is to succeed as a democracy, it is essential that schools are able to prepare all groups of students for a democratic society.

The term discrimination is reserved for a legal definition. If someone is to discriminate, they must, in fact, violate a provision of the law. Discrimination by definition means a violation of the law. There are also many biases and stereotypes that cannot be dealt with by the law. If people have different expectations for minorities or have stereotypes based on gender, it is difficult to deal with these in a legal sense.

There are many types of biased behaviors that are evident in the classroom or in the school, or in society in general. Race and sex role socialization leads to many of these biases, which are often learned early in life. One of the first lessons learned in life is gender identification. Girls learn to behave in less assertive ways than do boys, and members of minority groups often refer to school as institutions for white people, and lose interest in school as a result.

Many of these biases result in unconscious behaviors in the classroom. These behaviors include differential attention paid to students based on their race/ethnicity, national origin or gender. For example, teachers of all races, irrespective of gender, pay more attention to boys than to girls, particularly white boys. While such behaviors are not illegal, they do represent preferential treatment that is highly correlated with students' performance on nationally normed tests.

The next definition which may be important is to understand equality. Equality of opportunity or equal access was the terminology used for many years in dealing with the issues of

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minorities. Here the assumption is that simply giving people the same opportunities should result in similar outcomes. Today, we know that is not true. For example, bilingual students who need special help in dealing with language barriers will not benefit from equality of opportunity. We have to go beyond that to provide for the student in terms of their individual needs. When we do this, hopefully we reach a level of equity which refers to the comparable achievement of groups within a school. If equity exists in the school there should be a very close comparability among test scores, in-grade retention, dropout rate, advanced course enrollment and a variety of other indicators which can be used to determine what is happening in the school.

Legal Background

These legal issues warrant close examination. Much of the work in the protection of the civil rights of minority students can be traced to the 1954 court decision handed down in Brown vs. the Topeka Board of Education. The 1954 court decision was revolutionary in that it overturned the doctrine which had dominated much of American schools, namely that separate but equal was a viable policy for public schools. When this was overturned, there was an immediate effort to physically desegregate schools.

This physical desegregation focused on dismantling a dual system of White schools and African American schools. In the dismantling process, however, many of the characteristics of the dual systems remained. They remained in the expectations of teachers and administrators, in the curriculum provided, in the reinforcement provided and the access to courses. These problems were recognized in the 1964 Civil Rights Act. The 1964 Civil Rights Act essentially dealt with issues of access and mandated that no school could set up different programs or different standards for students. Access is less of an issue today, but it is still possible to find examples of the denial of access on the basis of race, ethnicity and sex.

Over the years since 1964 there has been an effort to continue to address what remains. There is a certain amount of work that can be done to remedy direct policy issues or direct behaviors which deny access, but much of the problem today is found in the belief systems and in the treatment of minorities and girls in the classroom. To clarify this, it may be important to distinguish between several types of behavior.

The term discrimination is reserved for a legal definition. If someone is to discriminate, they must, in fact, violate a provision of the law. Discrimination by definition means a violation of the law. There are also many biases and stereotypes that cannot be dealt with by the law. If people have different expectations for minorities or have stereotypes based on gender, it is difficult to deal with these in a legal sense.

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Many of these biases result in unconscious behaviors in the classroom. These behaviors include differential attention paid to students based on their race/ethnicity, national origin or gender. For example, teachers of all races, irrespective of gender, pay more attention to boys than to girls, particularly white boys. While such behaviors are not illegal, they do represent preferential treatment that is highly correlated with students' performance on nationally normed tests.

The next definition which may be important is to understand equality. Equality of opportunity or equal access was the terminology used for many years in dealing with the issues of minorities. Here the assumption is that simply giving people the same opportunities should result in similar outcomes. Today, we know that is not true. For example, bilingual students who need special help in dealing with language barriers will not benefit from equality of opportunity. We have to go beyond that to provide for the student in terms of their individual needs. When we do this, hopefully we reach a level of equity. If equity exists in the school there should be a very close comparability among test scores, in-grade retention, dropout rate, advanced course enrollment and a variety of other indicators which can be used to determine what is happening in the school.

Historical Background

Perhaps the most difficult thing for people to understand is that the schools were designed for one population. The first population to be served were the sons of white landowners. They were assumed to be the leaders of society and the role of the school was to provide them with basic world knowledge and the general curriculum that would prepare them for leadership positions. It was only after the turn of the century that schools began to serve other populations and deal with a variety of educational goals. This included preparing kids for the work force, at least in some general way.

The history of American education to date may be summarized in terms of four periods of development (McCune, 1989). The first schools in America were home schools. Parents or older adults provided children with the basic skills necessary to survive at home and in agriculture. The Bible frequently served as the textbook.

With the growth of communities came the development of village schools. Families often hired a schoolmarm or a school master to teach the children. A good deal of the instruction was tutorial in nature and classrooms consisted of mixed age-grade groupings.

Industrial schools were developed to meet the needs of the changing society. In the 1880s, large numbers of immigrants were settling in the United States, which caused industrialists to worry about values development and the quality of the work force. Horace Mann and others developed common assumptions about education. These assumptions were that schools should be supported by public funds, that they should be managed by lay boards, that they should teach values necessary for society, that schools should be cheap and cost efficient and that they would be used to sort students for their adult roles.

Immigration in the last part of the 19th Century brought large numbers of people to this country with different languages and cultures. Alcoholism created family problems and these conditions concerned employers who were worried about poor work habits. As a result, schools were charged with teaching children the values of work, thrift, care of family and observance of a religion. The McGuffey Readers were developed with these values in mind.

Tutorial schooling is extremely effective but it is also expensive. Horace Mann solved this problem by borrowing two innovations from Prussia: age-grade grouping and structured instruction. These innovations were immensely popular and were adopted throughout America. Even today, structured instruction characterizes 80 percent of instruction in schools.

It was believed that a limited number of children were needed for leadership positions in society. Approximately 20 percent of the youth were needed for these positions, while the other 80 percent were needed for factory jobs. Schools served as a sorting process in a number of ways. Wealthy families could afford to send their children to private schools. Dual systems of schools for black students and white students was another method of sorting students. Teaching, vocational schools and ability groupings were other methods used to sort students.

It is important to note that schools will probably always sort students on some basis. Hopefully, this sorting will not be done on the basis of social class, race, gender or ethnic group. While the diversity of students in schools has increased dramatically, the proportions of students in various categories have remained remarkably stable over the last 100 years. Approximately 25 percent of students achieve at high levels. About 25 percent learn basic skills and may expand their achievements through college and adult education. Around 25 to 30 percent drop out of high school and the rest graduate but are functionally illiterate. Students performing at levels indicated by these proportions will no longer be adequate for our evolving, technological Information Age society. We will need much larger numbers of students operating at the higher levels.

The launch of Sputnik by the Russians led to some reform of American Education after World War II in terms of expanded curriculum and increased relevance of educational programs. However, educational systems are still industrial schools that are resistant to change and remarkably stable.

Currently, there is great diversity within the schools in terms of children. Although the real gains in diversity have come about largely since 1960, today we have schools which are much more diverse than at any other time in our history. The industrial model is no longer adequate for meeting the evolving needs of an Information Society.

Differential Achievement

An examination of the diversity of students reveals that although children attend the same schools and participate in the same classrooms, the experience is quite different for them on the basis of race, gender, national origin and social class. There are many factors that lead to this differential achievement, but the final outcome for students is that there are strong differences in the amount of knowledge or achievement that children obtain in school and in a host of other indicators of the quality of their education. It is not unusual to see 20 percentile point differences in the test scores among racial ethnic groups. This pattern prevails in terms of national tests, such as the ACT, the SAT and the national assessment (NAEP).

Consistently, minority groups are found to lag as much as two to three years behind their Anglo peers. We might also find this pattern, if in fact we did a socioeconomic analysis where poor white children undoubtedly lag behind middle class white children. This pattern is not a new one and it has existed for years as evidenced by test scores. It is important to understand that there have been some improvements among minority children but there still is a gap in the achievement of minority and and white students which must be addressed if all children are to be prepared for a democratic society.

Perhaps it is important to indicate that this gap also exists on the basis of gender. Girls usually prevail in terms of achievement at least as measured by grades in the elementary school. What has changed is that by the time they reach secondary school, females do not outperform males in any area. There is a gradual decline in terms of girls' scores on the national tests. Also, a recent report published by the American Association of University Women indicates that girls' self-esteem drops during adolescence. While it is not clear why these differences exist, it is important to remember that sex stereotyping and sex bias are realities in schools. Even sexual harassment is a reality which today's schools face on a daily basis.

Diversity In Organizations

The changing makeup of America's people has created a division in the society. On the one hand, there are those who talk about a multiracial society, one where minorities and immigrants are welcome, as long as they assimilate and become a part of the traditional American Eurocentric culture

and embrace American values. On the other hand, there are those who understand and support the values of a multicultural society, one where people retain aspects of the cultures and the strengths of various cultures become a part of an acculturation process that is inevitable when cultures come into contact with each other. The differences between these two approaches have been characterized as the difference between a "melting pot" and a "tossed salad."

The dimensions of how our society responds to diversity are complex. This issue is far-reaching and it affects every American institution and organization. How the issue is resolved, however, may be a function of how cultural pluralism is dealt with in our schools and communities and how all groups of children are prepared for understanding and living in a culturally diverse society and world.

Although much attention has been given to issues of equal opportunity in organizations, it is interesting to realize that few organizations pay attention to the implications of cultural diversity. Cultural diversity in organizations has advantages and disadvantages. If the advantages are to be realized, similarities and differences must be considered and organizations must learn how to deal with them. If it is to be used positively in schools, administrators and teachers must be prepared to manage diversity and to restructure schools in ways that are likely to result in increased advantages in student programs, school cultures and community harmony.

Adler (1986) identifies advantages and disadvantages of cultural diversity both on an organizational and individual level. Organizational advantages to cultural diversity include expanded meanings in terms of multiple world views, greater openness to new ideas and multiple ways of learning and doing things. Expanded alternatives can also result with regard to increased creativity, increased flexibility and increased problem solving skills at the organizational level. Organizational disadvantages include increased ambiguity, complexity and confusion. There can be difficulty in reaching common meanings and common agreements. Finally, organizations can experience difficulty in taking specific actions as a result of cultural diversity.

McCune (1991) also identifies individual advantages and disadvantages to cultural diversity in schools, both in terms of students and in terms of staff. Advantages to membership in culturally diverse organizations include better understanding of students and employees, the development of the ability for students and staff to work with diverse groups of people, and increased understanding and ability to work with diverse families and communities.

Disadvantages can result from working in culturally diverse settings. Policies and procedures designed to treat all people fairly can lead to some of these disadvantages. Such individual disadvantages include handling problems in a bureaucratic rather than in situation or individually specific manners, overgeneralized policies and procedures which ignore differences and judgment that can create ethnocentricism and can highlight differences.

Effective management of diversity should begin with recognition and acceptance. Inclusion is also an issue for any group, as is the necessity for members to be engaged in a meaningful contribution. Lastly, management of cultural diversity requires participation in recognition and reward systems of organizations.

An important first step is to recognize cultural diversity and to take those steps which are essential to manage it. Adler (1983) has identified three basic orientations to the ways that organizations deal with cultural diversity, which are also evident in our schools. These include the parochial, ethnocentric and synergistic organizational perspectives.

The parochial perspective is that "Our way is the only way". Cultural diversity has no impact on such organizations because it is not recognized or affirmed. Differences are ignored or denied in terms of their impact on the organization. It is a very common practice in organizations.

The ethnocentric perspective is characterized by the statement that "Our way is the best way." In this instance, differences are recognized but perceived only as problems. It has a negative impact because cultural diversity is viewed in terms of problems for the organization. In this case, cultural diversity is managed by minimizing the differences in terms of its sources and impact. It is relatively common in organizations.

The third organizational perspective, the synergistic perspective, is that "A combination of our way and their way may be the best way." It has potential negative and positive impacts and can simultaneously lead to problems and advantages. In this case, cultural diversity is managed by helping staff recognize and learn to deal with cultural differences and take advantage of them. There will be some problems and many advantages when this very uncommon approach is implemented.

Districts or schools which may be considered parochial ignore differences and make no effort to deal with them. Statements such as "we treat every child the same" and a lack of response to cultural groups in the community characterize these organizations.

Ethnocentric perspectives assume that diversity creates problems and the strategy is to deny differences or the need to respond to cultural differences. Not making an effort to disaggregate test scores on the basis of race, sex or national origin or assuming that all children learn the same way are examples of ethnocentric thinking.

By contrast, the synergistic organization accepts cultural diversity and knows that it may create positive or negative impact on the organization, depending on whether and how it is managed. Leaders within a synergistic organization must demonstrate a sense of personal security, knowledge of cultures, a sincerity in serving the needs of all groups of children, the courage to deal with conflict and the ability to build consensus. These skills are rarely found in the leadership of any sector of society and they are seldom considered in the preparation of educational managers and leaders.

Whether cultural diversity is a problem or an enhancement depends on whether communities and schools recognize similarities and differences, manage the differences in positive ways and affirm the strengths of all groups as well as build a common school and district culture. State and local policies and procedures such as accountability, certification, accreditation, staff development and leadership at the state level could be useful in terms of building awareness of equity issues and managing cultural diversity.

Differential Treatment

There are a number of classroom variables that lead to differential achievement. Sometimes it is difficult to understand why it is that the students who are attending the same classroom do not have the same experience. Observations of classrooms over the years provides a clear picture of how differential treatment of students is manifest. A few of the vehicles of differential treatment of students follow.

Perhaps one of the difficulties and the remnants of racism in our society is a belief that minorities are inferior. Frequently, the minority child is viewed as a child who is not capable of achieving at high levels. A recent study in the state of Florida suggested that 60 percent of the teachers did not believe that minorities were capable of high levels of achievement. In some instances there are smaller studies that suggest that the same types of belief systems may exist on the part of many teachers about females. The importance of this cannot be overstated. Beliefs lead to expectations and expectations are communicated subtly and not so subtly to children in the classroom. Rosenthal and Jacobsen's Pygmalion in the Classroom showed very clearly that those children that the teacher expects to do well in the classroom are those who, in fact, do well. The subtle messages of positive or negative expectations are communicated to a child, and the child incorporates these expectations and behaves accordingly.

A second set of issues appears to be interpersonal skills. Interpersonal skills are a necessary precondition for learning. Learning requires some bonding between the teacher and the student. Learning is a relationship which is transactional, where students and teachers interact with one another about content. This interaction begins with the frame of reference of the student and the teacher's responsiveness to the frame of reference. It is the student feelings and frame of reference that are always the starting place for the teaching process. The rather common behavior of teachers to begin with the content and expect the student to adapt to the content is a critical problem.

Responsiveness to students begins with an understanding of the differences in student cultures and a sensitivity to these differences. Teaching really resembles a process where the teacher must learn the frame of reference of the student before a connection can be made with the content that the teacher brings to the process. Those teachers who are continually successful year after year are those who have a high level of interpersonal skills and exhibit high levels of fairness and high expectations for all groups within the class.

The realization that children learn differently has been a reality for most teachers who have been in the classroom. Most teachers will tell you that it is very clear that children learn in very different ways. To some extent this may be related to cultural background and cultural styles. If a teacher is to be successful, they must, in fact, be able to provide a wide variety of instructional methods which can match the instructional styles or the learning styles of the student. When this does not happen, there is no question that some students learn from traditional teaching methods, but other students are left in the dark and never have a chance to participate in the learning process at the level which is most comfortable for them.

Studies indicate that 80 percent of the teaching in American schools is structured instruction or largely lecture. There is very little action or hands on learning, there is seldom a variety of ways provided for the child to learn and many classrooms are remarkably stilted. At the secondary level it is not uncommon to find the teacher much more interested in the content than in understanding the needs of the students and finding a way to interest them in the content. This style of teaching results in the patterns that we see. The middle class child, who can continually be motivated, and continue to learn from the home effects which are present in their families are able to learn in this circumstance. Low income students or minority students may find it extremely difficult to see the relevance in lecture and are never able to get involved in the learning process. This is probably one of the causes of the high dropout rates we begin to see among low income and minority students.

Multicultural curriculum has been touted as a major way of increasing student learning. There is probably no question that the schools' demonstration of an empathy with the culture of a student increases the students' feelings of competence and the degree to which they believe that they are respected by teachers in the school. Multicultural content is needed as a necessary part of the school experience. It may be useful in assisting the motivation of children, but it may also not be useful in increasing achievement. If the basic issues of language capability are not addressed at the same time, it is unlikely that multicultural content in and of itself will bring up

achievement. It may increase parent participation and motivation of students but it must be provided in an integrated way if it is to be effective.

There are equity issues around participation in advanced courses. It is not unusual to go into a school and find patterns of race or sex segregation in the advanced courses. The poor or minority kids may be encouraged to move into vocational types of courses rather than the more difficult academic courses. This may be a direct reflection of the expectations of the faculty and administrators rather than an objective assessment of the capability of the student. While vocational education and academic education are increasingly being integrated with academic programs, there is a strong need to deal with the issues of the expectations of faculty, counselors and staff regarding the capacity of students to handle the more advanced content. Every effort should be made to ensure that this is done on an objective basis rather than as an imposition of stereotypes or expectations.

A continuing issue in counseling materials and in the use of counseling instruments has been the sex stereotyping and to some degree the race stereotyping found in these counseling instruments and materials. It is important that counselors are trained to understand these biases and to avoid the perpetuation of these biases in their discussions with students. It is crucial that the counseling processes are examined at length to make sure that all students are encouraged to express their interest and to follow through on their interests regardless of who they may be.

Extra-curricular activities play an important part in the lives of students. In general, those students who are involved in extra-curricular or co-curricular activities are much more involved in the life of the school and they are less likely to drop out. The issues of extra-curricular activities may be decided in terms of student interest or once again, they may be decided in terms of the expectations of the faculty. While there is no doubt that athletic activities are oftentimes offered to children based on their physical ability many children are not offered the same kinds of opportunities. It is important that efforts are made to include all groups of children in extra-curricular activities, not only in athletics but in music and art and the many other activities that are found in the average comprehensive high school.

One of the things that we oftentimes miss in staffing patterns is the problem that the child who may be different from other students experiences when they can find no members of the staff who look like them or share some of the same cultural characteristics. It is essential that affirmative efforts are made to provide a diversified staff for role modeling by children. While it may be impossible to come up with the same proportions as the population of children, it is important that this is a concern of the school or district and that efforts are made to make sure that cultural diversity is found within the school. It is also important to break gender stereotypes. The heavy disproportionality of females in the elementary school suggests that we need a much stronger effort to hire male teachers and the disproportionality of males in administrative positions suggests that we need to make the effort to place more women in administrative positions. These kinds of issues are very critical and important for the school.

Community Outreach Factors

The openness by which the school accepts parents in the school and involves students in the larger community is a measure of its ability to prepare students for the realities of adult life. Many studies of education document the importance of parent involvement. Parent involvement is essential from all levels, from preschool through high school. As the student progresses through school it is increasingly important that the community becomes a resource and that activities in the community are used to broaden the vision of the child. This only happens when administrators and teachers truly understand that the education of children is a collaborative relationship between parents, social agencies, health agencies and the schools. All of these must be present if we are going to achieve excellence and equity.

What Can Be Done?

Achieving equity for all groups is not an easy task. If we are to be successful in our efforts, the following program components are needed in schools, local districts and the state community.

Components for Change

Component	Outcomes
Awareness Activities	Help people understand that there is a problem.
Understanding Activities	Help people understand the causes (race and sex role socialization).
Models for Change	A plan of activities and an approach.
Trained Personnel	Teachers, administrators, counselors and parents who know how to overcome discrimination, bias and stereotyping
Programs and Resources	Resources which are adequate to make a difference
Monitoring Progress and Reinforcement	Celebrating progress

Comprehensive efforts such as those just listed are needed at every level. State education agencies can:

1. establish goals for achieving equity;
2. provide awareness sessions and information;
3. provide training;
4. develop cadres of trainers;
5. conduct school/district visitations to identify problems and monitor progress;
6. incorporate equity requirements and standards in certification of teachers and school accreditation;
7. enact policies for supporting equity, e.g., disaggregation of data by race and sex, grievance procedure requirements, etc.;
8. provide incentive funding for schools which supports equity; and
9. encourage training, recruitment and hiring of minorities and females into nontraditional educational roles.

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